

THE PROSPECT OF TEACHER PROFESSIONALIZATION UNDER LAW NUMBER 14 OF 2005 ON TEACHERS AND UNIVERSITY LECTURERS

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Abstract: Public Law #14 of 2005 on Teachers and University Lecturers, does not look like it would deliver what was expected, because it employs teacher competency standards that is ontologically flawed, and confuses “Pendidikan Profesi” and Consecutive Professional Teacher Education. Additionally, the guideline of “Pendidikan Profesi” in Teaching, also turns out to only strew in managerial mishaps ensconced in phraseological tics.

Keywords: “pendidikan profesi”, professional teacher education, Competency standards, arts of teaching, professional wisdom.

Although the stakeholders had undoubtedly held high expectation on the improvement of the teachers, and along with it the systematic improvement of the quality of instructional services throughout the country, as it generally happens in other areas of expert services that professionalization has invariably been bringing about better services for the consumers at large, among the more knowledgeable, the issuance of Law number 14 of 2005 on teachers and university lecturers, hereinafter to be referred to as Law number 14 of 2005, is being viewed as a regulation that had been only been bringing dismay, for 2 fundamental reasons. Firstly, this Law number 14 of 2005 has chosen to adopt the de-contextualized Four Pillars of Learning that was launched by UNESCO since 1972, beginning with the publication of Learning to Be (Faure, et al. 1972), as a referent in defining professional teacher competence, some conceptualization that was originally meant to describe the superb learning capabilities of an individual regardless of the context and format of education that he or she had pursued, or the vocation or avocation that he or she is currently being involved in. And secondly, it also fails to differentiate between what is in Indonesia known as “Pendidikan Profesi” and what is universally understood as standard Consecutive Professional Teacher Education. In other words, this long awaited law that should have been expected to provide the education system in the country with a sound conceptual framework for teacher professionalization, had turned out to bring about a legal

foundation for the destruction of the academic fabric of Professional Teacher Education in the country. The epistemology of this deformation of the academic framework of Professional Teacher Education in the country shall be elucidated in the following sections.

THE FAILURE TO CAPTURE THE SPIRITS OF PROFESSIONALIZATION

Perhaps the overriding flaw of Law number 14 of 2005 is its failure to capture the spirits of teacher professionalization, shown by the fact of its contentment in defining teacher professionalization at the superficial phraseological level, clearly indicated in Article 8 of Law number 14 of 2005 that states that teachers are required to possess academic qualification, competence, and sound physical and mental health, in order for him or her to be in the position to realize the goals of national education. Originally, the possession of academic qualification was even interpreted as being literally represented by the document of the S-1 or D-IV diplomas held by the participants of “Pendidikan Profesi”, who were majoring in both education and non-education areas. It is only later that, upon criticism by the Special Commission on Elementary Teacher Education, that the formalistic interpretation of diplomas has been revised to become one in which diplomas are being reinterpreted as representing academic competence that is required to carry out the task as teachers. However, the understanding of this more substantive interpre-

tation of academic qualification had apparently never penetrated below the phraseological surface, evidenced by the fact that the determination of the programmatic menu to be provided for the participants of “Pendidikan Profesi”, which is actually an academically flawed consecutive teacher education program, had turned out not based on the explicit definition of the mastery of the entry academic competence of the participants of “Pendidikan Profesi”, but instead it was only based purely on the possession of the formalistic representation of competence i.e. the diplomas in S-1 or D-IV in education and non-education majors.

For a better understanding on the juxtaposition between the diploma programs in education and the non-education areas, a little note is necessary at this point. First introduced in the late 1970-s, the Diploma Programs in higher education was stipulated through Ministry of Education and Culture Decree number 0124/U/1979, however, the ones in Education was specifically launched in order to meet the then acute needs for subject area teachers for secondary schools. More specifically, in the education areas, three levels of diploma programs were offered at the time i.e. Diploma I, Diploma II and Diploma III in subject-area teaching, with 1-year, 2-year, and 3-year lengths of study respectively, while the standard pre-service professional teacher training has been offered at the S-1 level, requiring 4 years of study like it is in the non-education areas. The important note that needs to be emphasized pertains to the fact that, whereas in non-education area diploma programs, the expected performance of their graduates is framed in the development of procedural skills that epitomizes precision, for the education diploma programs, the expected performance of their graduates is framed in the development of contextual competence that is characterized by the application of non-routine procedures in problem solving that, for teaching, it is being represented by the ability to use “a specific pedagogical language” that is aimed at fine-tuning of what a teacher decides and does in appropriately responding to the unfolding idiosyncratic learning needs of the learners in his or her charge, in order to maximize their mental engagement in learning, both cognitively that places prime value on meaningfulness, as well as emotionally that places prime value on sense of felt usefulness of what is being learned.

It is also important to note that, obviously with different degrees of sophistication, the focus on problem solving has always been evident in teacher training, even including when it was carried out at the secondary school level. Consequently, a

similar contextual referent has also been adopted in the diploma programs in education that were introduced in the late 1970-es as mentioned earlier, hence explaining the fact that in pre-service training programs for teachers and counselors, there has been no D-IV programs. Therefore, the mentioning of D-IV diplomas in education in Government Decree number 19 of 2005 on National Standards of Education has always been viewed by the serious practitioners in professional teacher training with deep incredulity.

Another point that is also worth noting at this point is that, the issuance of Ministry of Education and Culture Decree number 0124/U/1979 also stipulated the embryonic precursor of the Teaching Certificates that was called “Akta Mengajar” that was graded as “Akta Mengajar I”, “Akta Mengajar II”, “Akta Mengajar III”, and “Akta Mengajar IV”, that were built-in within the 3 levels of Diploma Programs and the S-1 Program in Concurrent Professional Teacher Education, respectively, although the remuneration was insignificant i.e. a 1-year worth of service experience at the time of appointment as civil servants. Furthermore, experiences showed even in the wake of the issuance of Law number 14 of 2005, the “Akta Mengajar IV” is being sought after by serving teachers, including those who are being employed by foundations that run private schools. Furthermore, there has also been a curious and, in the opinion of this author, detrimental to the integrity of guidance and counseling services in the school system in the country. More specifically, although there has never been a Counselor’s Certificate or “Akta Konselor”, there have been a sizable number of graduates of S-1 program in Psychology that sought “Akta Mengajar IV”, and has been successfully employed in the school system, however, instead of teaching the subject of psychology, they masquerade as educational counselors.

THE ONTOLOGICALLY DEFORMED TEACHER COMPETENCY STANDARDS

Article 39 sub-article (2) of Law number 20 of 2003 on National System of Education had unequivocally stipulated on the expected performance of educators by stating that “Educators are professionals charged with the responsibility to plan, execute and evaluate the processes of instruction, to provide tutoring and training, and to undertake research and public service for educators serving in higher education. However, instead of scanning the local and/or international thoughts and practices in professional teacher education and, be in a better

position to reformulate a better articulation on what teachers should learn and be able to do in Indonesia (Cf. for instance Darling-Hammond, et al. 2005; for a more recent reference, see Townsend & Bates, 2007), in articulating Article 28 sub-article (3) of Government Decree number 19 of 2005 on National Standards of Education, the team that prepared this particular article of this regulation had opted to choose as the basic referent, the de-contextualized Four Pillars of Learning that was launched by UNESCO since 1972.

It was apparently intended to describe What an Individual Can Learn, the superb set of capabilities of the said individual in Learning to Be, Learning to Know, Learning to Do, and Learning to Live Together, regardless of the context and format of learning that the individual has pursued, or the vocational or a-vocational activities that the said individual is being currently involved in. Therefore, the four competencies referred to in the de-contextualized Four Pillars of Learning are positioned orthogonal to one another. Furthermore, the meaning of those de-contextualized learning capabilities is being anthropomorphically extended to also apply to organizations, and hence entailing in the creation of the attribution of learning organizations, regardless of the nature and missions of the organizations being so described, and even further extended to also apply to societies, and hence entailing in the creation of the attribution of learning societies, again, regardless of the nature and missions of the societies being so described (Delors, 1996) (Figure 1).

In a paper titled Four ‘Pillars of Learning’ for the Reorientation and Reorganization of Curriculum: Reflections and Discussions, like Delors et al.; Zhou (2005), also argued that these de-contextualized four learning capabilities could be productively utilized as a referent for the Reorientation and Reorganization of Curriculum at the school levels. Obviously, this argument is understandable, since UNESCO has been scanning the global horizon, in the conception of the Four Pillars of Learning. However, the author of this current paper is of the opinion that this argument could be accepted only for elementary and secondary levels, because both institutions would be more or less universal in nature, so that the decontextualized Four Pillars of Learning could indeed be productively utilized to fortify the specification of learning experiences in the two kinds of institutions, especially after being augmented with the Fifth Pillar: Learning to Live Sustainably, that represents a new but gravely felt needs, after humankind manages to environmentally almost devastate planet earth (Hargreaves, 2005).

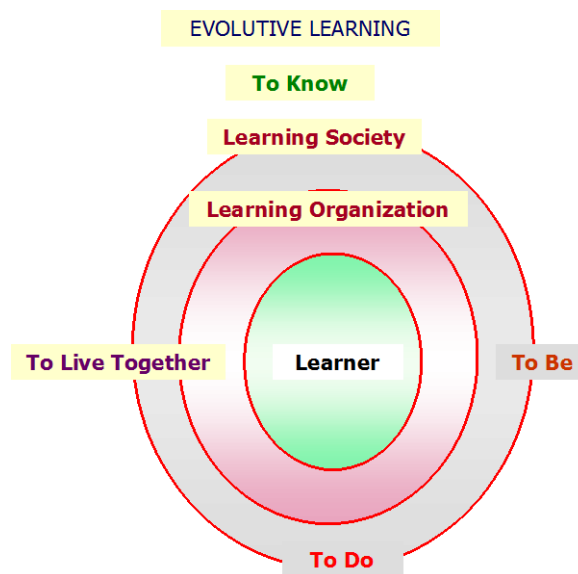


Figure 1. Decontextualized Learning Capabilities

On the other hand, however, the argument would break down if the decontextualized four, even five pillars of learning, were to be directly applied to design the curricula of vocational secondary schools as well as to design the curricula for the tertiary level, including the professional education of teachers, each of which explicitly refers to particular contexts, in that their graduates are expected to be able to demonstrate acceptable performance in particular contexts. This means that, the decontextualized Four Pillars of Learning would be inappropriate if they were being directly utilized as a referent to design new curricula in order to produce graduates that are expected to perform a set of tasks in particular contexts. In other words, obviously such de-contextualized descriptions of superb learning abilities of individuals, organizations and societies might be interesting and even perhaps useful from a sociological point of view. However, it is not as useful in providing a conceptual frame work as to how this description of de-contextualized learning capabilities could be productively utilized to generate a new training program required even for the development of those learning capabilities, let alone for the development of any contextualized set of abilities, because the description does not explicitly refer to what an individual equipped with those learning capabilities needs to learn or can do in a particular context, be it persuading customers to purchase a certain kind of merchandise, designing a mosque, healing a person who suffers from an infection, or managing a program of instruction that educates in a formal education setting.

A definition of competence set that is being directly derived from the de-contextualized Four Pillars of Learning that was initially launched by UNESCO for a completely different purpose, would be inappropriate as a basic referent for the generation of any formal training program that is aimed at the development of a coherent set of competence that is related to a particular context, including the professional education of prospective teachers. Consequently, the set of teacher competence that is elaborated as pedagogical competence, personality competence, professional competence, and social competence specified in Article 28 sub-article (3) of Government Decree number 19 of 2005 on National Standards of Education, that was also being directly derived from the de-contextualized Four Pillars of Learning, is ontologically flawed, or being used in the wrong context.

Therefore, it is also most unfortunate that the said four de-contextualized competencies are being utilized as the basis for classifying course content in "Pendidikan Profesi" that is being stipulated in Article 10 sub-article (1) of Law 14 of 2005 on Teachers and University Lecturers, due to the fact that besides being directly derived from the de-contextualized four learning capabilities of an individual, it also epitomizes the infertile Content Transmission Paradigm, not unlike the Ministry of National Education Decree number 232/U/2000 on Curriculum development and evaluation of student academic achievement, that also utilized the derivation of the variant of the de-contextualized Four Pillars of Learning as the basis for classifying course contents (Minister of National Education, 2000). However, this decree of the Ministry of National Education number 232/U/2000, had been replaced by the decree of Ministry of National Education number 045/U/2002 on "Kurikulum Inti Pendidikan Tinggi" or Core Curriculum for Higher Education, that proves to be conceptually too cumbersome even to understand it, let alone to implement it. More specifically, it began with a statement on Generic Expected Competency of the graduates of any study program that was labeled "Kompetensi Utama" (Core competencies), "Kompetensi Pendukung" (Supporting competencies), and "Kompetensi Lain yang bersifat khusus dan gayut dengan Kompetensi Utama" (Other competencies that are specific to the Core competencies of each study program). However, when it came to the elaboration of the three generic competencies i.e. "Kompetensi Utama, Kompetensi Pendukung", and "Kompetensi Lain", the competency elements (Elemen Kompetensi)" that was being enumerated, simply reverse back to the de-con-

textualized learning capabilities found in the previous Ministry of National Education number 232/U/2000 decree that it replaced. In other words, the revision turned out to be no more than a matter of replacing the label "Mata kuliah" or Courses, with the label "Elemen Kompetensi" or Competency Elements, and consequently still preserving the Content Transmission Paradigm in the new decree. It is this infertile Content Transmission Paradigm that has been taking hostage of the thinking about and treatment of curricula in higher education since. What makes matters worse is the fact that, although the contextual referent for elementary and general high schools is pretty much universal so that the adoption of the de-contextualized Four Pillars of Learning could be promising when being utilized to fortify the specification of learning experiences in the already existing contextualized curricula, especially when further being augmented with the development of the capability to Learn to Live Sustainably, as it was mentioned earlier. Even with the adoption of the de-contextualized learning abilities in fortifying the specification of learning experiences in already existing curricula, however, all problem in instruction is not solved in the Indonesian setting, due to the fact that, even at elementary and secondary schools, there is ample evidence that the Content Transmission Paradigm has also been taking hostage of the thinking about and treatment of curricula since the launching of Curriculum 1975.

It is in this context on thinking about and treatment of curricula, that the observation that was made by the late famous physicist Albert Einstein seemed to have rung a familiar tune also in this country, that is when he was quoted to have said that "Insanity is continuing to do the same thing over and over and expecting different results" (Costa, 1999), because even during the wake of the Competency-based Curriculum in the mid nineteen nineties in Indonesia when, after the specification of the expected competency standards of the graduates of elementary and secondary schools, the Curriculum Center of the Office of Educational Research and Development had determined that the subsequent step was not the specification of learning experiences that are assumed to be required for the acquisition of the mastery of the targeted competencies, but instead, it was the identification of the core subject-matter content of the curriculum (Pusat Pengembangan Kurikulum, 2002). In other words, the way to think about and to treat the curriculum, remains the same, although, as a matter of fact, in the practice of formal education, process is content, and

therefore, "... knowledge in and of itself may be of little use. ...the teaching of thinking processes and skills ... (as) ...the tools of inquiry by which one discovers and validates knowledge are the transferable results of schools. ...emphasis should be given to develop these skills using disciplinary and cultural knowledge as a means not an end." More specifically, content should instead be used as context for both the acquisition and integration of knowledge, the expansion and refinement of knowledge, and the meaningful application of knowledge, and the development of the wide range of skills that includes cognitive, personal-social and psychomotoric skills, as well as for the internalization of values that eventually congealed into attitudes and character, are being facilitated through direct and/or indirect involvement of the learners in activities provided under the auspices of the schools. In other words, it is this phenomenon on the effect of learning activities that are being directly (gut learning) and/or indirectly (vicarious learning) experienced by the learners that facilitates changes in knowledge, skills and attitudes of the learners, that triggers the reference to experiential curriculum, which is another way of saying that in the context of instruction, the process is the content, and the medium is the message (Joni, 2000).

If one were to scrutinize the sections on curriculum and learning in the guideline of "Pendidikan Profesi" in Teaching referred to in section 4, it would be most evident that the team that prepared it, and the team that prepared the Draft of the yet to be issued Government Decree on Teachers which were being copied in the guideline of "Pendidikan Profesi" in Teaching, it would be evident that most educators in Indonesia have yet to dislodge out of their mind, the infertile Content Transmission Paradigm.

What follows is a more detailed analysis of the four de-contextualized teacher competencies specified in Article 28 sub-article (3) of Government Decree number 19 of 2005 on National Standards of Education that was, in turn, being copied in Article 10 sub-article (1) of Law number 14 of 2005 on Teachers and University Lecturers. Elaboration of the competencies and their associated codes is presented by the Head of BSNP before the Special Commission on Elementary Teacher Education on March 14 of 2006 at Hotel Bumikarsa, Jakarta.

Pedagogical Competence

Clearly meant to epitomize Learning to Do, Pedagogical Competence is being conceived as the ability of a teacher to manage instructional programs,

that is elaborated into his or her ability to thoroughly know the learners being served (P1), plan and execute instruction (P2), evaluate outcomes of learning (P3), and facilitate the learners to realize his or her potentials in order to meet the competency standards specified in the National Standards of Education. However, it would not seem that it could deliver what is expected since, although in monitoring the developmental trajectory of individual learners it might be sufficient for a teacher to be familiar with only general pedagogy, when it comes to understanding individual differences and in judging the attainment of competency standards in formal education, the mastery of subject matter (subject-specific pedagogy) is imperative, and it is this important element that is missing in this area of Pedagogical Competence, because this competency element is being placed in a different competency area i.e. Professional Competence.

Furthermore, beside requiring the mastery of subject-specific competence, the execution of instruction in formal education also requires a teacher to master a specific kind of language used in classroom instructional transactions i.e. the language of the classroom that consists of the dynamic cycles of teacher structuring, teacher soliciting, learner responding, and teacher reacting, and even what is perhaps more precisely referred to as mind competence when, being implemented by a seasoned teacher, the four steps seem to artistically blend (Nelson-Jones, 2003), while all the time his or her instructional decisions and actions are being guided by an Educational Worldview (*Wawasan Kependidikan*) that provides a teacher with the necessary normative referent in navigating instruction that educates that he or she conducts (Joni, 2005), in order to maximize the capitalization of nurturant effects along with the instructional effects (Joyce & Calhoun, 1996), a specific communication skill which would be definitely outside of the realm of Learning to Live Together. Consequently, this Pedagogical Competence is ontologically flawed as an independent competency standard for teachers, because it is being divorced from the mastery of subject matter as well as the mastery of that specific pedagogical language required to fine-tune the teacher's decisions and actions and the unfolding of idiosyncratic learning needs of the learners along the duration of instructional transactions.

Personality Competence

Personality Competence is elaborated as to consist of the characteristics of being settled (K1), stable (K2), mature (K3), wise (K4), being held as

authoritative (K5), of pious character (K6), and appropriate as an exemplary figure for the learners (K7), however, they seem to be ones that are not representing the results of direct instruction in specific courses commonly found in professional pre-service teacher education programs. Instead, they were more than likely constitute the nurturant effects of many if not practically all courses found in such professional pre-service teacher training programs (Joyce & Calhoun, 1996; Joni, 2000; 2005), some are developed from prior training and even the fruition of natural socialization processes including parenting that occurred during childhood, and another sub-competence such as professional wisdom is accumulated through productive work experiences as teachers (*experiential learning for working adults*, Sternberg, 2003). In other words, this Personality Competence that is being envisaged in the regulation is ontologically flawed as a competency standard for teachers, because it would have not been possible to develop it during pre-service training, let alone by simply through the provision a package of curriculum content.

Professional Competence

The regulation elaborated Professional Competence as consisting of thorough mastery of subject matter, which enables a teacher to facilitate the learners in his or her charge, in realizing his or her potentials in order to meet the competency standard specified in the National Standards of Education (Pr1). It is this articulation of Professional Competence that The Special Commission on Elementary Teacher Education had criticized as being logically inconsistent, because Professional Competence that should have been the umbrella competence of professional teachers which, therefore, represent the Pillar of Learning to Do *par excellence*, although it would head on collide with Pedagogical Competence, it is in fact being placed as one of four similar-level competencies. Apparently, as a consequence of that criticism, the team preparing the Draft of Government Decree on Teachers, promptly chopped off the second half of the description of Professional Competence, leaving only the first half that states that “Professional Competence is the ability of a teacher to thoroughly master the subject matter”, and therefore sliding its position from Learning to Do to Learning to Know. Unfortunately, this maneuver did not save the profile of teacher competency standards in the regulation that were being directly derived from the de-contextualized Four Pillars of Learning, from being fragmented, be-

cause it is not sufficient for a professional teacher to master only the subject matter to be taught. Instead, like any other professional workers, a teacher is also required to master and continuously update the entire spectrum of academic competence required to discharge his or her responsibility as a professional teacher, ranging from the ability to thoroughly know the learners he or she is to serve, master the relevant subject matter in terms of both disciplinary and pedagogical dimensions, to manage instructional programs that educate, and to continuously update his or her professionalism, and thus representing a coherently a **contextualized** ability to learn to know, that is elsewhere being described as the Disciplined Mind (Gardner, 2006). This re-conceptualization of the Coherent Profile of Professional Teacher Competence was accomplished by The Special Commission on Elementary Teacher Education that is under the assignment from the Director General of Higher Education dated February 13 of 2006 reference number 12/DIKTI/Kep/2006, “To derive A Coherent Professional Teacher Competence for Elementary and Secondary Education as well as for Early Childhood Education (*Sosok Utuh Kompetensi Profesional Guru pada jenjang Pendidikan Dasar dan Menengah, dan Pendidikan Anak Usia Dini*), out of the current formal regulation”, by picking out and repositioning certain sub-competencies that were originally scattered in the four different orthogonally positioned competencies (Pedagogical Competence, Personality Competence, Professional Competence, and Social Competence).

In other words, containing The Conceptual Framework for Elementary as well as Secondary Professional Pre-service Teacher Education Programs, The Special Commission on Elementary Teacher Education had picked out from Article 28 sub-article (3) of Government Decree number 19 of 2005 on National Standards of Education, the relevant sub-competencies and repositioned them in a newly labeled four competency areas i.e. the ability to (a) thoroughly know the learners he or she is to serve, (b) adequately master the subject matter to be taught in both its disciplinary and pedagogical dimensions, (c) manage instructional programs that educate that includes (i) the planning, (ii) execution, (iii) evaluation of the processes and outcomes of instruction, and (iv) continuously improve the quality of instruction, on the basis of the said evaluation, and (d) continuously develop his or her professionalism as teachers, all of which therefore form a Coherent Professional Teacher Competence. The product of this exercise was documented in an Academic Position Paper titled Revitalization of

Professional Teacher Education (Naskah Akademik Revitalisasi Pendidikan Profesional Guru). Due to technical reason, the academic position paper on early childhood teacher education was later issued in a separate document (Figure 2).

Like any professional education in other areas, in this academic position paper it is also envisaged that Professional Teacher Education as consisting of 2 phases i.e. the academic education phase, and the phase of “Pendidikan Profesi”, whereby the participants who already mastered the entire spectrum of academic competence required of prospective teachers, that are derived from the Coherent Professional Teacher Competency Profile, which is being represented by the S-1 Diploma in Concurrent Pre-service Professional Teacher Education Programs, are allowed to develop and hone their mastery of the arts of teaching in systematically supervised Field Practice in authentic setting through “Pendidikan Profesi”. In other words, like in any other areas of professional services, the complete spectrum of academic competence required of teachers, serves as *the Scientific Basis of the Arts of Teaching* (Gage, 1978). However, different from professional education in other areas, beside the Concurrent Pre-service Professional Teacher Education Model in which the mastery of the entire spectrum of academic competence required of prospective teachers is being concurrently developed during the academic phase of professional teacher training, for managerial viability, in Professional Teacher Education it is also universally acceptable to conduct what is commonly known

as the Consecutive Pre-service Professional Teacher Education Model, whereby participants that only mastered the academic subject to be taught commonly found in graduates of S-1 academic programs, or technological subject to be taught commonly found in graduates of the D-IV polytechnics, are eligible to enter into the Consecutive Pre-service Professional Teacher Education Programs, whereby additional academic training is provided in order to develop the ability to (a) thoroughly know the learners to be served, (b) develop instructional content out of the academic or technological subject that is already being mastered through previous S-1 or D-IV training, based on the curricular setting of its application as well as the capabilities of the learners who are designated to learn it to digest the said subject matter, (c) manage instructional program that educates, and (d) continuously develop his or her professionalism. It is only after successful mastery of the entire spectrum of academic competence required of prospective teachers, which is equivalent to the mastery of the entire spectrum of academic competence required in the Concurrent Pre-service Professional Teacher Education Model, although it is not being followed by the formal awarding of an S-1 Diploma in Teaching, that the participants of the Consecutive Pre-service Professional Teacher Education Programs, are allowed to enter into “Pendidikan Profesi” in order to develop and hone their mastery of the arts of teaching through systematically supervised Field Practice in authentic setting.

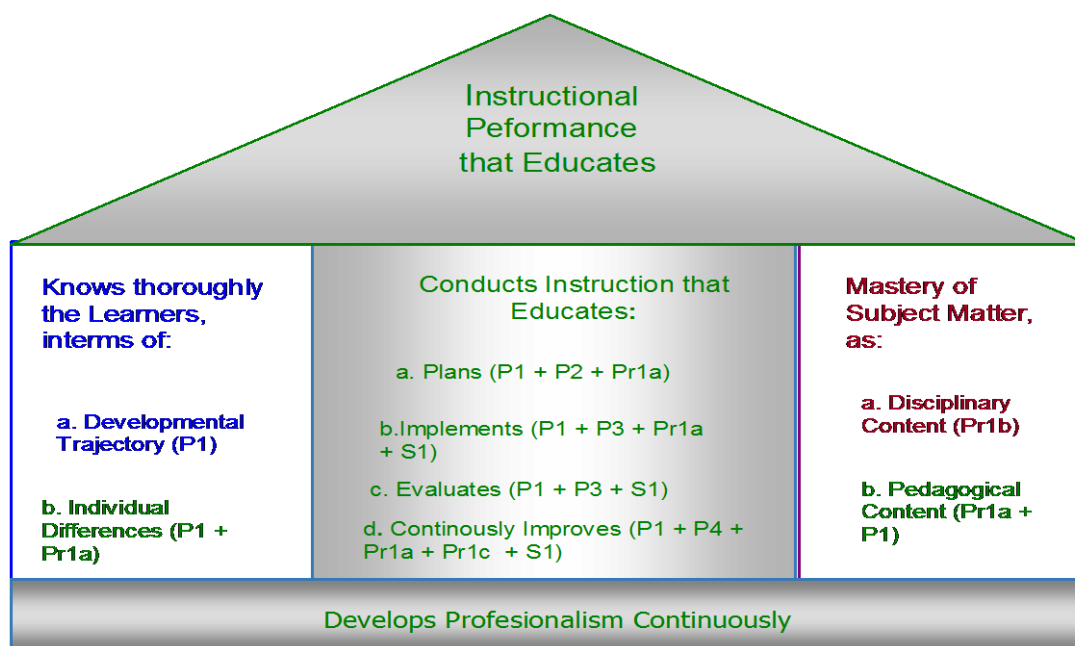


Figure 2. Coherent Professional Teacher Competence

Social Competence

As is envisaged in the Ministry of National Education Decree number 16 of 2007 on Teacher Competency Standard that constitutes the operational articulation of Article 28 sub-article (3) of Government Decree number 19 of 2005 on National Standards of Education, Social Competence is articulated as consisting of the ability of a teacher as a member of society to effectively and emphatically as well as in refined manners communicate and gets along with the students in his or her charge (S1), with his or her colleagues (S2), with other school personnel (S3), with parents (S4), as well as with the community at large (S5). This kind of “one size fits all” mode of communication articulated under the rubric of Social Competence is understandable; since they are directly being derived from an individual’s de-contextualized ability To Learn to Live Together, and not from the point of view of a teacher in discharging his or her responsibility as a professional worker, as has already mentioned in the discussion on Pedagogical Competence.

Although it is as ontologically flawed as the other three competencies that are directly being derived from the de-contextualized learning capabilities of an individual, it is this Social Competence that, along with Professional Competence, gives itself most unequivocally away as an inappropriate part of a teacher competency standard, since the kind of communication required within the context of instructional performance that educates, would be the specific pedagogical language, or even mind competence (Nelson-Jones, 2003) that serves the strategic function in fine-tuning a teacher’s instructional decisions and actions to the unfolding of idiosyncratic learning needs of the individual learners in an instructional episode, in order to maximize their mental engagement in learning, both cognitively in order to maintain the highest levels of meaningfulness, as well as emotionally in order to maintain the highest levels of sense of usefulness being felt by the learners concerning the processes and products of learning activities they are being involved in (Joni, 2000; 2005; Houston, et al., 1988), not only by using verbal expressions, but also by employing *body language* that ranges from facial expressions, nodding of the head, to using the thumbs up signal, and so forth. Additionally, a teacher could also communicate his or her presence among the learners especially during group works by employing what is in Classroom Management called “With-it-ness” (Weber, 1994).

“Pendidikan Profesi” in Teaching

In June of 2007 the Directorate General of Higher Education launched a guideline called “Pendidikan Profesi” in Teaching (*Pendidikan Profesi Keguruan*). Intended as a guideline to be referred to by the Teacher Training Institutions (LPTK, *Lembaga Pendidikan Tenaga Kependidikan*) if they were interested to be designated as the institution to offer the said “Pendidikan Profesi” in Teaching, however, upon scrutiny, this operational regulation could bring about devastating effects to the corner stones of professional education of teachers in the country, for the following reasons: (a) implementation of a law that adopts a set of de-contextualized learning capabilities as competency standards for teachers, and also (b) fails to differentiate between “Pendidikan Profesi” as is universally understood, and consecutive teacher education, (c) applies a double standard in the implementation of Law number 14 of 2005, and (d) introduces far-ranging detrimental implication in institutional management that could bring about devastating impacts to Professional Teacher Education in the country.

Adoption of the de-Contextualized Learning Capabilities in Defining Teacher Competency Standard

As has been described in Section 3, instead of scanning the thoughts and practices found in the professional teacher education community both in this country as well as elsewhere, in articulating teacher competence as an agent of learning that was called for in Article 28 sub-article (3) of Government Decree number 19 of 2005 on National Standards of Education, perhaps being inspired by the Ministry of National Education Decree number 232/U/2000 on Curriculum development and the evaluation of student academic achievement that has been mentioned, the team that prepared this particular stipulation had opted to choose the Four Pillars of Learning as the basic referent although, as a matter of fact, these four superb learning capabilities did not refer to any particular context. Consequently, instead of being coherently related to one another, these four learning capabilities are orthogonally positioned to one another and, therefore, curriculum content provided in these four distinct competency areas i.e. pedagogical competence, personality competence, social competence, that is being unconventionally defined as consisting only of the mastery of subject matter to be taught, would never automatically congealed into a contextualized set of

capabilities. Thorough analyses had been presented in previous section, so that there is no need to spend more space on the matter.

On the other hand, what would worth analyzing at this point would be the employment of the associated Content Transmission Paradigm, that is being inadvertently sown in the education scenery in the country, since the implementation of what was at the elementary and secondary levels known as *Kurikulum 1975* (Curriculum 1975). Adopting what was at the time in vogue that was known as The Behavioral Objectives that was being advanced by Robert Mager (Mager, 1975), the approach stresses the importance of the operationally articulated educational objectives that insisted on the use of such verbs as ability to recognize, define, differentiate, evaluate, and demonstrate through performance, as well as through habitual behavior, and the likes, as evidence of the occurrence of learning. Obviously, there is absolutely nothing wrong with this approach that demands changes of behavior as evidence of the occurrence of learning, nor were there anything wrong when, in order to verify accountability in teaching, a systems thinking was applied by employing the pre-test and post-test strategy that compares entry competence and end-of instruction competence. However, what turned out to be disastrous was the implementation of that pre-test and post-test strategy for every single session that last for no more than about 50 minutes, and therefore, by default, inviting an up-side down instructional strategy that emphasizes the teaching of bits and pieces of information which lend themselves best for the collection of evidence of changes that were observable, some even insisted measurable, within that period of about 50 minutes, and thus bringing into the education scenery in the country, the infertile Content Transmission Paradigm.

Therefore, it is most unfortunate is that it is this Content Transmission Paradigm that is prominently sovereign in the Ministry of National Education Decree number 232/U/2000 on Curriculum development and the evaluation of student academic achievement mentioned earlier, through the utilization of a variant of the de-contextualized Four Pillars of Learning, as the basis for classifying curriculum content. What made matter worse for professionalization of teachers in the country was the fact that, apparently the choice to adopt the de-contextualized Four Pillars of Learning as the basic referent in defining teacher competence standards was also very likely being inspired by the afore mentioned Ministry of National Education decree, with a thick aroma of Content Transmission Paradigm, so that

instead of specifying the kinds of learning experiences assumed to be required in order to acquire the mastery of the four competencies, “Pendidikan Profesi” in Teaching was also being conceived of as the provision of 4 kinds of curriculum contents, one for each competency areas. Consequently, the article found in the Draft of Government Decree on Teachers that is yet to be issued, that states that “the four competencies are holistic in nature”, is nothing more than an empty rhetoric with absolutely no academic justification. As had been clearly shown in the Academic Position Paper on Revitalization of Professional Education of Teachers, the coherence of the professional competence of teachers could be restored, only by linking the four competencies at the sub-competency level.

Failure to Differentiate between “Pendidikan Profesi” and Consecutive Teacher Education

The failure to differentiate between “Pendidikan Profesi” and the universally understood Consecutive Teacher Education, is obviously being inescapably followed, by implication, that since the issuance of Law number 14 of 2005, the only way to certify teachers in the country is through “Pendidikan Profesi” in Teaching, which is actually an academically flawed Consecutive Teacher Education, as has been pointed out earlier, in two very fundamental aspects i.e. firstly, it fails to explicitly specify the entry academic competence required of the participants of “Pendidikan Profesi”, which is actually an academically flawed Consecutive Teacher Education, so that the dosage of the curricular menu in “Pendidikan Profesi” could not be determined by design during curriculum preparation ahead of the launching of the program, but instead it is being based only on the basis of the possession of the kinds of S-1 or D-IV diplomas that are being held by the participants, entailing in the employment of a rough approximation approach with no academic justification, and secondly, programmatically, it does not consist of only Systematically Supervised Field Practice in authentic setting, as “Pendidikan Profesi” in other areas is also being understood and practiced in this country, but also includes the development of a completely new set of competencies that is being directly derived from the de-contextualized Four Pillars of Learning Capabilities, which is furthermore, being envisaged would have been programmatically being accomplished, only through the provision of separate curriculum content in the four competency areas (pedagogical competence, per-

sonality competence, social competence, and the unconventionally defined professional competence that was mentioned earlier).

Therefore, two measures would be pre-requisite for the academic salvation of “Pendidikan Profesi” as stipulated in Article 10 sub-article (1) of Law number 14 of 2005 on Teachers and University Lecturers, and these are, firstly, by explicitly defining the entry academic competence required of the participants of “Pendidikan Profesi” in Teaching, as could be found in standard consecutive professional teacher training programs. In other words, the curricular menu to be provided for the participants of “Pendidikan Profesi”, should never be determined on the basis of pure guess: participants with education majors are to be provided with programs that are heavier on the strengthening of professional competence i.e. the official label of the mastery of subject area competence that is being used in this regulation, while the participants with non-education majors are to be provided with programs that are heavier on the strengthening of pedagogical competence, a stipulation on programmatic regiments that would be unheard of in any self-respecting consecutive professional teacher education programs, and is therefore categorically inappropriate for pre-service professional teacher training context (Figure 3).

What is even more disturbing is the fact that (a) graduates of the academic S-1 programs in primary and secondary teacher training programs who have mastered the entire spectrum of academic competence required of prospective teachers, (b) graduates of S-1 and D-IV on-education academic programs who have mastered one disciplinary subject content required of prospective teachers, as well as (c) graduates of S-1 academic programs majoring in other fields of education such as educational technology, educational management, guidance and counseling, and non-formal education, as well as graduates of S-1 academic programs in psychology, who mastered no post-secondary subject area competence required of prospective teachers, are all required to undergo “Pendidikan Profesi” that include course content that was directly derived from the de-contextualized four Pillars of Learning that is being enumerated as (a) pedagogical competence, (b) personality competence, (c) social competence, and (d) professional competence, the last being interpreted, contrary to universal interpretation as had been mentioned earlier, as containing only the mastery of subject matter, were being given similar

treatment. Obviously, with a one-year “Pendidikan Profesi”, the mastery of academic competence of the graduates of “Pendidikan Profesi” that takes the third category of participants would never be sufficient, even to teach in elementary schools, entailing in the fact that, instead of raising the quality of teacher competence, Law number 14 of 2005 on Teachers and University Lecturers, inadvertently provides the legal basis for the plundering of the quality of teacher competence in the country. This therefore means that, contrary to the standard practice in other areas of expert services in the country such as psychology, pharmacy, guidance and counseling, medical services, etc. in which only participants who have successfully mastered the entire spectrum of academic competence required in each area of service evidenced by the possession of the S-1 diploma in the relevant areas, are eligible to enter into “Pendidikan Profesi” which consists of only Effectively Supervised Field Practice in authentic settings, in order to develop and hone the mastery of the academically-based arts required in each profession, however, “Pendidikan Profesi” as is stipulated in article 10 sub-article (1) of Law number 14 of 2005, is aimed at the development of an entirely new set of de-contextualized learning capabilities, directly derived from the de-contextualized Four Pillars of Learning.

With this kind of conceptual framework, Law number 14 of 2005 had apparently confused “Pendidikan Profesi” with consecutive professional teacher education that, however, is flawed in its programmatic framework as has been indicated earlier. While the second imperative measure required, would be the restoration of the Coherent Professional Competency Profile of Teachers, that could be effected only by repositioning the relevant sub-competencies which were originally scattered in 4 orthogonally positioned competency areas, as shown in Figure 2, which should have represented the entire spectrum of academic competence required at the end of the phase of academic training of professional teacher education, be it were being conducted through the concurrent model, or through the consecutive model. It is only after the mastery of the entire spectrum of academic competence required of prospective teachers, the participants are deemed eligible to enter into “Pendidikan Profesi” in teaching, which should therefore consist only of systematically supervised Field practice in Authentic setting. It is only upon successful completion of this kind of “Pendidikan profesi”, that the participants could be awarded with the Teacher Certificate.

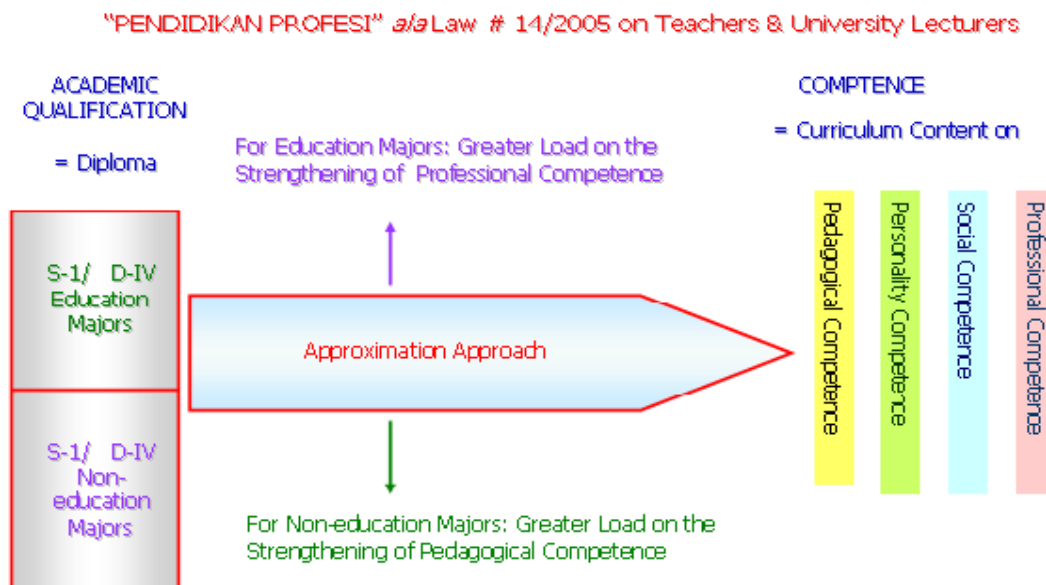


Figure 3. Curricular Menu Based on Approximation

Double Standard in Implementing Law Number 14 of 2005

What is more dismaying in the implementation of Law number 14 of 2005 on Teachers and University Lecturers is that, apparently realizing that the local S-1 programs in this country are similar to the baccalaureate programs elsewhere, only in terms of length of study, because the S-1 program students in this country start specializing from the first semester, instead of providing a liberal arts component in their curricula, therefore, a double standard is applied in the implementation of Law 14 of 2005, in that in Elementary School Pre-service Professional Teacher Education it is allowed to be carried out through the concurrent pre-service professional teacher training model, while for Secondary School Pre-service Professional Teacher Education, the stipulation of "Pendidikan Profesi" in Teaching, which is actually an academically flawed consecutive professional teacher training model as is stipulated in Article 10 sub-article (1) of Law number 14 of 2005 on Teachers and University Lecturers, is compulsory. And to top it all, in order for this Law number 14 of 2005 to fully apply in the country, with the issuance of this regulation, the Concurrent Pre-service Professional Secondary Teacher Education Model that has been carried out in this country since 1954, shall be phased out, and thus reminding one of what was elsewhere referred to as the procrustean solution. Common in the Electronic Data Processing community, the term was reportedly be-

ing inspired by a ancient Grecian legend that related on a difficulty being faced by an out of town visitor to find a lodging in a city, because no bed fit his big and tall physique. Finally, the owner of an Inn, came up with an unusual solution: in order for the bed to fit the visitor's physical stature, therefore his legs were chopped off. Therefore, this regulation on "Pendidikan Profesi" that is inexplicably applies only to Secondary Pre-service Professional Teacher Education, defies both human intelligence, as well as also happens to be not in line with HELTS 2003 – 2010. The comparable status between Consecutive Pre-service Professional Teacher Training, and Concurrent Pre-service Professional Teacher Training, as is being pointed out in paragraph 52 of HELTS 2003 – 2010, is shown in Figure 4.

Managerial Scheme that Could Bring about Devastating Effects to Professional Teacher Training in the Country

Besides the flawed academic framework, "Pendidikan Profesi" in Teaching also adds a stipulation on the requirement for the participation of the Teacher Training Institutions (Lembaga Pendidikan Tenaga Kependidikan, abbreviated LPTK) in the implementation of the Teacher Certification Programs through "Pendidikan Profesi", that has not seemed to have been based on sufficient understanding on the mechanism of incentive and dis-incentive in the management of teacher training institutions in particular, and the management of higher education institutions

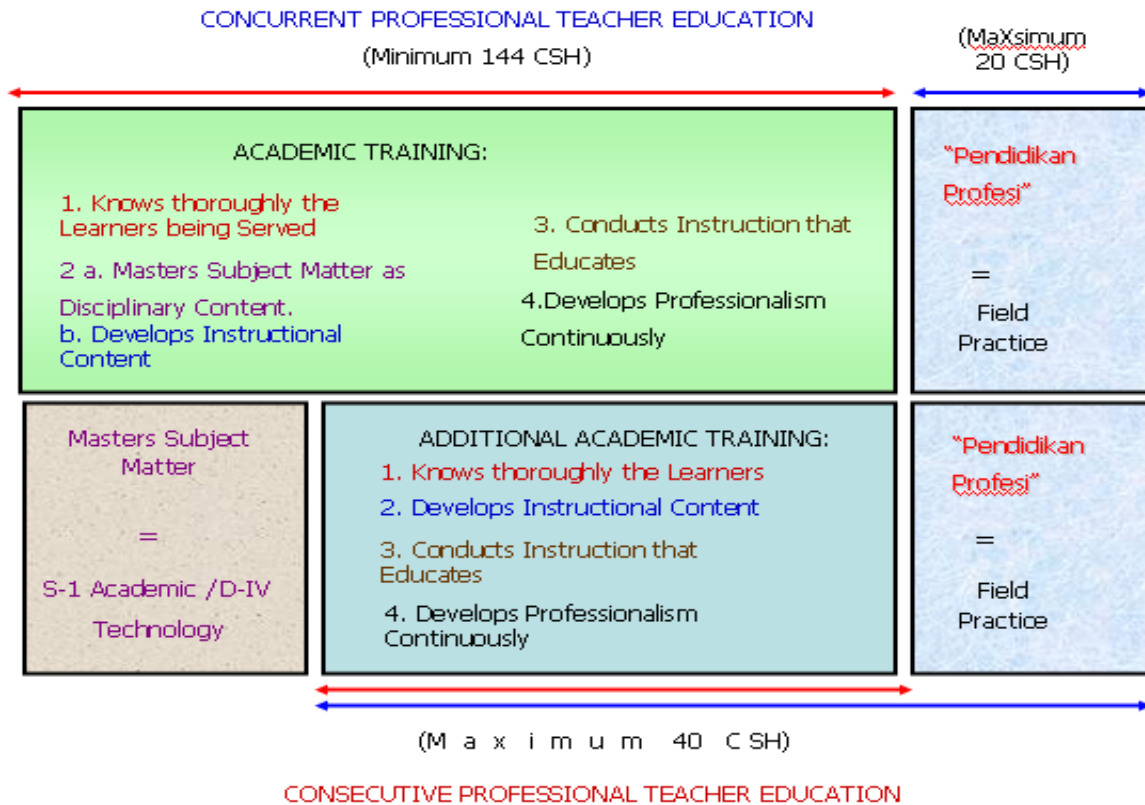


Figure 4. Comparable Status between Consecutive Pre-service Professional Teacher Training, and Concurrent Pre-service Professional Teacher Training

in general. As has been stressed earlier, besides being contrary to current thoughts and practices in other areas of professional services both in this country and elsewhere, this Guideline on “Pendidikan Profesi” in Teaching, also classified the LPTKs in the country into 3 (three) groups, i.e. LPTKs that are (a) designated as the Implementers of “Pendidikan Profesi” in Teaching, which means that they are allowed to offer both phases of Professional Teacher Pre-service Education Programs, which consists of academic training that culminates with the conveyance of the S-1 Diplomas in Concurrent Teacher Pre-service Education Programs, and/or the Additional Academic Training required in Consecutive Pre-service Teacher Training Programs, each constituting the pre-requisite for entry into “Pendidikan Profesi” in Teaching, although the graduates of this S-1 Concurrent Pre-service Professional Teacher Training Programs that they conduct that have already mastered the entire spectrum academic competence required of prospective teachers, are also required to take “Pendidikan Profesi” in Teaching, that is actually an academically flawed consecutive teacher training, as well as the implementation of the phase of “Pendidikan Profesi” whereby the participants that have mastered the entire spectrum of academic

competence required of prospective teachers, are provided with opportunities to develop and hone their mastery of the academically-based arts of teaching through effectively supervised field practice in authentic setting, that culminates with the assessment of the mastery of the Coherent Teaching Competencies, the successful completion of which warrants the award of the Teacher Certificates, (b) designated as Assessors of Teaching Competencies for graduates of “Pendidikan Profesi” in Teaching that are being conducted elsewhere, so that graduates of the S-1 Concurrent Pre-service Teacher Education Programs that are being conducted by this category of LPTKs, would have to transfer to other LPTKs that are designated as the Implementers of “Pendidikan Profesi” in Teaching, because although they are deemed to have the institutional capacity required to conduct the academic phase of professional teacher training, as well as to assess the mastery of the Professional Competence required as the basis for the award of the Teacher Certificates, they are not designated as implementers of “Pendidikan Profesi” in Teaching, and (c) only approved to conduct the phase of Academic Training in Professional Teacher Education, so that graduates of the S-1 Concurrent Pre-service Teacher Education Programs that are being

conducted by this category of LPTKs, would also have to transfer to other LPTKs that are designated as the Implementers of “Pendidikan Profesi” in Teaching. The catch of this classification of LPTKs into three categories is that, in order to be eligible to be entered into any of the three categories, the LPTKs are in effect required to offer the S-1 Concurrent Pre-service Teacher Programs, obviously associated with the possession of the required human resources and institutional infrastructure, as well as organizational culture in professional teacher training. This could only mean that the author of this regulation did not fully understand the mechanisms of incentive-disincentive that operates in the LPTKs that are being subjected to this novel regulation. What follows is the different implications for each the three categories of LPTKs, stipulated in the guideline of “Pendidikan Profesi” in Teaching.

Institutions that are Designated to Offer “Pendidikan Profesi” in Teaching

Required to have the Academic and Professional Phase of Pre-service Professional Teacher Education Programs in designated specialization areas and, by implication, also possess the required institutional capacity that includes human resources, infrastructure as well as appropriate organizational culture to offer such professional pre-service teacher education programs, the institutions that are designated to offer “Pendidikan Profesi” in Teaching, are allowed to conduct both phases of Pre-service Teacher Education Programs, including the phase in Teacher Competency Assessment required for the award of Teacher Certificates. This means that, due to the fact that Law number 14 of 2005 could not differentiate “Pendidikan Profesi” from Consecutive Teacher Education Programs, even graduates of the S-1 in Concurrent Pre-service Professional Teacher Education Programs specializing at both the elementary as well as the secondary levels that have mastered the entire spectrum of academic competence required of prospective teachers, are also required to enter into “Pendidikan Profesi” in Teaching which is, actually, an academically flawed Consecutive Teacher Training Programs, and therefore, are being indoctrinated to master the four de-contextualized learning capabilities that were directly being derived from the de-contextualized Four Pillars of Learning, on top of their mastery of the contextually coherent academic competence required of prospective teachers that they have acquired from the previous Concurrent Pre-service Professional Teacher Education Programs, as well as perhaps also at the same being

conditioned to unlearn their mastery of academic competence on instruction that educates, to be replaced with the academic framework of instruction through the provision of curriculum content, and hence conserving the infertile Content Transmission Paradigm.

Institutions that are Allowed Only to Conduct Teaching Competency Assessment

The LPTKs that are only allowed to conduct the Teacher Competency Assessment required for the award of Teacher Certificates, are also required to have the S-1 Concurrent Pre-service Professional Teacher Education Programs in designated specialization areas and, that should have employed the Coherent Professional Teacher Competence as a basic referent, and by implication, also possesses the required institutional capacity that includes human resources, infrastructure as well as appropriate organizational culture to offer such teacher education programs. However, the graduates of the academic phase of the S-1 in Concurrent Pre-service Professional Teacher Education Programs specializing at both the elementary as well as the secondary levels that have mastered the entire spectrum of academic competence required of prospective teachers, that these institutions have been conducting, would have to transfer to other Teacher Training Institutions that are designated to offer “Pendidikan Profesi” in Teaching which is, actually, is an academically flawed Consecutive Teacher Training Programs. This also inevitably means that this category of Teacher Training Institutions would be avoided by prospective students for very obvious reason.

Institutions that are Approved Only to Offer the Academic Phase of Pre-service Professional Teacher Education Programs

Presumably also required to possess at least the initial level of the necessary institutional capacity that includes human resources, infrastructure as well as appropriate organizational culture to offer such professional teacher education programs as the academic justification for approval, then entry into this third category of LPTKs could have also being interpreted as a less than fully responsible act of dispensing false hopes on the part the agency that issues the approval, because even before the issuance of that approval, it should have been fully understood that putting an LPTK into this category, would fairly quickly end up in its closure, because they would never be in the position to develop the

intuitional capacity required to mount a professional teacher education programs.

Finally, there are two important notes to make at the conclusion of the discussion on “Pendidikan Profesi” in Teaching. Firstly, if one cares to look around into other areas of professional services, in this country or elsewhere, there are no providers of professional education programs, that only offer the academic phase of training, because for one thing, the organizational culture would not have been growing in that kind of a programmatic scheme. And secondly, if the drive to phase out the Concurrent Pre-service Teacher Education in this country is successful, in order to save the face of Law number 14 of 2005 as indicated earlier, those who are serious in professional teacher education, would have been goaded to ask a simple question: what institution is going to be responsibly motivated to develop and care for the institutional capacity that includes human resources, infrastructure as well as appropriate organizational culture to offer the soundly conceived consecutive professional teacher education program?

Therefore, with an array of aberrant academic framework, it seems to be justifiable to conclude that the implementation of this Law number 14 of 2005, would be detrimental to the health of thoughts and practices on professional teacher education in the country.

Component 1 The BERMUTU Project

Last year, the Government launched a teacher-related World Bank supported project, called The BERMUTU Project. Most comprehensive, if not very ambitious, in its coverage, this newly launched project encompasses attempts to reform pre-service training that, the outset, is coupled with the overhauling of in-service care of teachers, which would be demanded even before the efforts to reform the LPTKs could reasonably take root, given the fact of the academically flawed “Pendidikan Profesi” that is stipulated in Article 10 sub-article (1) of Law number 14 of 2005 on Teachers and University Lecturers, as well as revamp the accreditation procedure that, to date, seemed to have been only marching in place, as far as the accreditation of professional teacher education programs are concerned, since it has been employing a one-size fits all procedures. However, this paper deals only with the efforts related to the reform of pre-service professional teacher training, and the following two paragraphs describe its focus and stated objective that is contained in the Program Appraisal Document (The World Bank, 2007), quote.

This component will address the issue of teacher quality through institutional accreditation to ensure teacher training reflect international best practices and will expand existing teachers’ access to upgrading opportunities.

Objectives: The quality of teachers entering the profession will be upgraded through the development of an accreditation process to ensure the curricula of teacher training institutions are revised in line with international best practice. Teachers continuing in the profession will be provided with greater access to in-service training through the expansion of the Open University and LPTK offering of courses and modules in an improved and multimedia format. A cadre of faculty will be upgraded to S-3 level, and a further groups will undertake overseas non-degree training to provide leadership in training, research, and service in the new D4 /S1 primary teacher training programs on their return, end quote.

From the statement of the focus and objectives, it should be clear that the team that conceived this project was not able to distinguish the essential difference between natural institutional growth that is usually being triggered through effective accreditation procedures, and sharply-focused financially supported project-triggered institutional development, with a finite time allocation that is usually relatively short. It is for the sole purpose of strategically triggering improvement of program implementation processes that is being coupled with the procurement of appropriate institutional capacities that range from references, equipment and infrastructure that includes curricula, and the application of telecommunication technology. as well as improved staff skills and formal training, that would have to be yoked together in order to disseminate good practices, within a finite and relatively short period of time between 1 and 5 years, that since the early 1990, the Directorate General of Higher Education had discarded the infertile Investment-based Funding, and replace it with the so-called Program-based Competitive Funding, the implementation of which proves to become more and more expensive which is caused by the combination of the need to mount effective processes audit, and the proliferation of potential beneficiaries, that consist of state and later, also includes private, higher education institutions. In other words, no matter how one attempts “to skin the cat”, public funds would always be hard put in order to meet that vastly growing demands, so that the only socially responsible manner to dispense it, would be through transparent program-based competition. As time went by, it was also discovered that the Program-based Competition could not be held in

free-fight scheme, so that there is a real need to mount a tiered competition scheme, based on both institutional stage of development as well as on institutional mandate (Education, Fine Arts, Vocational, and Higher Education in general). Obviously, it requires a substantial amount of resources in order to mount an effective and transparent pre-audit and process audit as a quality care mechanism, that requires the assistance of a group of field-tested Reviewers. It should also be added, that within the Program-based Competitive Funding, the Rank in Accreditation was never being utilized as a Performance Indicator, because if it were, the institutional grantees would focus their efforts on attaining the requirements for higher ranks in accreditation mainly by sending academic staff out for degree trainings, and consequently, very effectively thwarted the purpose to disseminate good practices in program implementation.

Another strategic point that seemed to have escaped the detection of the team that prepared Component 1 of The BERMUTU Project would be the malignant element to Professional Teacher Education in this country, that is being ingrained in Law number 14 of 2005 on Teachers and University Lecturers. Exhaustive analyses on the matter had been presented in the earlier parts of this paper, so that there was no need to repeat it here. Therefore, the only note that needs to be added at this point would be concerning the ominous absence of conceptual framework for Concurrent Pre-service Professional Subject-area Teacher Education, as well as the one on appropriate Consecutive Professional Teacher Education Program, the latter being needed in order to replace the academically-flawed consecutive teacher education program stipulated through Article 10 sub-article (1) of Law 14 of 2005 on Teachers and University Lectures, which had also been fully presented in the earlier part of this paper.

It is when it is being judged from this point of view, that the entire elements that comprise Component 1 of the BERMUTU Project, simply did not make sense, especially when it did neither (a) couple requirement for improved processes of program implementation, and the procurement of institutional resources required for those process improvement, and (b) nor provide resources for degree training, but at the same time included a pre-mature threat, that the funding for the third year in the three-year packages, would be terminated if improvement in accreditation rank is not evident at the end of the second year. It should be added, however, that the author was advised during the Brain-storming Meeting on the Grand Design of Future Teacher Educa-

tion that was held on December 7, 2007 in Jakarta that, perhaps at least partially due to this criticism, that Component 1 has since had re-allocated a sizable sum for degree training. Clearly, however, that this kind of add-on as it-is-being-reminded patch-up approach, would not be sufficient in order to salvage the basic scheme of a big loan-supported project that had conceptually embarked upon an academically wrong start, so that instead of reforming pre-service professional teacher education, by employing the academically flawed framework that is stipulated in Law number 14 of 2005 on Teachers and University Lecturers, this Component 1 of the BERMUTU Project would be more than likely, ended up only in deforming professional teacher education in the country while at the same time accruing sizable national debts for the future generations to repay.

National-level Teacher Personnel Policy

It could not be over-emphasized that professionalization of teachers in this country, would never evolves into full fruition, unless equal care is a being paid to the three strategic hubs of policy coordination, and these are (a) Fairly implemented Incentive System, (b) Teacher Quality Care through both Pre-service Professional Teacher Education as well as In-service Professional Care, and (c) teacher personnel management that places prime value on Efficiency and Quality and the Willingness to Work hard to attain the two (see Figure 5), that even under the centralization regime had been beset by problems that were traceable to lack of concern to efficiency and quality, as well as the habit of being scrupulous in the efforts to attain the two, which has been most clearly shown last year during the certification processes of currently serving teachers that utilized portfolios. However, this issue, most critical as it were for the full fruition of the implementation of the teacher professionalization policy, is not being addressed fully at this time, since it falls outside the scope of this paper. Suffice it to say that, such a national level teacher manpower policy would require the full supports of the executive as well as the legislative branches of authority, at both the national as well as the district and provincial levels, because it is intended to attain the following conditions.

- The equitable deployment of quality instructional services that are being represented by the provision of competent teachers that are appropriate in number and distribution, in this large and highly heterogeneous country, requires an effective national-level policy on manpower teacher supply system;

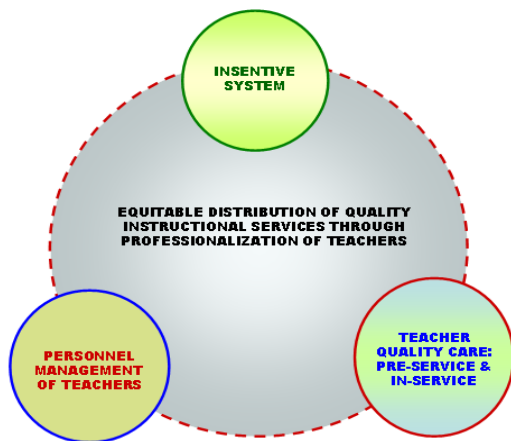


Figure 5. The Three Coordination Hubs in Teacher Professionalization

- The professionalization of teachers in the country should be based on sound universally accepted Academic Framework of Professional Teacher Education;
- The responsibility to ensure equity in the provision of quality instructional services especially at the elementary level that constitute an essential part of the constitutional rights of every Indonesian children, should never be left to raw market force nor on the discretion of district level authorities, where disparity of the availability of teachers has been historically most notorious, but instead should be a part of the responsibility of the central government;
- Relevant district level authorities should be provided with hands-on training in using a Teacher Personnel Management Toolkit, so that they acquire not only the capability but also the habit of detecting teacher personnel problems, and be prepared to solve them in a means and time frame most suited in their habitat, in line with the spirit of regional autonomy;
- Priority should also be given to the dissemination of the spirit of coordination within the teacher supply system, in the context of the inculcation of organizational culture that place prime value on efficiency, quality, and the willingness to work hard to attain the two, and
- The insurance for the provision of quality instructional services throughout the country should never be left only to institutional superiors such as local principals and supervisors, nor should it be left to central-level decision makers and so called pedagogical experts that provide the central-level decision makers with the required brain support to date, that proved to be capable in producing legal stipulations of the likes of

Government Decree number 19 of 2005 on National Standards of Education, and Law number 14 of 2005 on Teachers and University Lecturers, that only spawn legal entanglement instead of viable academic framework for the long awaited teacher professionalization, but should also being guarded by every intelligent citizens, as part and parcel of democratization within the education sphere, by voicing up their pedagogically contextualized *ijtihad* on important regulations that are being irresponsibly imposed upon the education system.

Prospects for the Future

Based on the findings of thorough academic analyses that were conducted on Law number 14 of 2005 on Teachers and University Lecturers, as well as on the associated formal regulations such as Government Decree number 19 of 2005 on National Standards of Education that had inspired the stipulations found in Law number 14 of 2005 on Teachers and University Lecturers, and its legal derivatives such as the yet to be issued Draft of Government Decree on Teachers, and Ministry of National Education Decree number 22 of 2006 on Content Standards, Ministry of National Education Decree number 16 of 2007 on Competency standards of Teachers, and the Guidelines for "Pendidikan Profesi" in Teaching, that was released by the Directorate General of Higher Education in June of 2007, the national seminar that was called *Rembug Nasional* on the Revitalization of Professional Teacher Education, that was held on November 17 of 2007 at Malang State University, concluded that, instead of providing viable legal stipulations that could appropriately frame the long awaited professionalization of teachers in this country, the afore mentioned regulations contained aberrant academic frameworks, including stipulations that pertain to the institutional management of the LPTKs. The prospects for Professional Teacher Education under Law number 14 of 2005 on Teachers and University Lecturers in this country, would indeed be very bleak, if not completely hopeless, unless the still level-headed members of the Teacher Education Community in this country immediately mount an enlightening campaign that is directed, but not limited to, the relevant national-level decision makers and the so-called pedagogical experts that have been providing brain supports to the said decision makers, including by pushing for the review and rectification of the relevant legal stipulations that range from Director General Decrees to Public law.

Recommendations

From the thorough academic analyses that were both strongly motivated by the determination to responsibly respond to public yearning for equitably distributed quality instructional services throughout the country, as well as being guided by *Pedagogically Contextualized Ijtihad*, the national seminar, recommended as follows.

Long-term measures: Review and revision of Law number 14 of 2005 on Teachers and University Lecturers, and Government Decree number 19 of 2005 on National Standards of Education, whose article 28 was copied in the afore-mentioned Law number 14 of 2005, so that it ended up adopting the decontextualized learning capabilities of any individual as competency standards of teachers, and also could not differentiate between “Pendidikan Profesi” and Consecutive Teacher Education, and in combination, the two constitute malignant elements that are detrimental to the thoughts and practices of Professional Teacher Education in the country;

Short-and medium-term measures 1: Review and revision of Ministry of National Education Decree number 16 of 2007 on Competency standards of Teachers, in order to restore the Coherent Teacher Professional Competency, by following the flow of thoughts presented in the paper that was titled “Prospek Pendidikan Profesional Guru di bawah naungan Undang-undang nomor 14 tahun 2005 tentang Guru dan Dosen” (The Prospects of Professional Teacher Education under Law number 14 of 2005 on teachers and University Lecturers), in order to restore the Coherent Teacher Professional Competency.

Short-and medium-term measures 2: Review the interpretation of Article 10 sub-article (1) Law number 14 of 2005 on Teachers and University Lecturers, in order to lend equal treatment to the Concurrent Professional Teacher Education, and Consecutive Professional Teacher Education, by (a) explicitly determined the entry academic competence required of participants of the Consecutive Professional Teacher Education Program, and (b) utilizing the Restored Coherent Professional Teacher Competence proposed in the Academic position Paper, titled the Revitalization of Professional Teacher Education;

Short-and Medium-term measures 3: Review and revision of Ministry of National Education Decree number 22 of 2006 on Content Standards that proves to (a) sabotage the mission of Institution-level curriculum that is aimed to bring learning experience to be provided to the learners closer to their immediate environment, and (b) force the

School Counselors to deliver learning messages on Personality Development to the learners, and therefore aping the expected performance of teachers that utilize subject content as the context of learning, instead of performing genuine counseling services, that should have not be delivering subject content.

Short-and Medium-term measures 4: Facilitate the restoration of organizational health of the LPTKs through (a) *Program-Based Competitive Funding* that couples the triggering of *Good Practices* in program implementation with (b) the restoration of institutional capacity and organizational adjustments;

Short-term measures 1: In order to dethrone the infertile Content Transmission Paradigm in higher education in the country, the Ministry of National Education Decree number 045/U/2002 on Kurikulum Inti Pendidikan Tinggi that was directly derived from the decontextualized Four Pillars of Learning, should be expeditiously reviewed and revised, because the crux of the issue was the decontextualized nature of the Four Pillars of Learning, or the variant thereof. Therefore, due to the fact that new decree of the Ministry of National of Education is called “Kurikulum Inti Pendidikan Tinggi”, and not the generic formulation of the contextualized Expected Coherent Competency Standard of the graduates of any study program, then a much less cumbersome approach that is found in this new decree, would be one that first of all, to do away with the decontextualized nature of the Four Pillars of Learning, or the variant thereof. One expeditious way to accomplish this task is perhaps by reworking the articulations of the generic missions of the Course group on General Education (Mata kuliah Dasar Umum), which should have covered much more than the decontextualized capability to Learn to Be, that was translated as “Landasan kompetensi kepribadian” in the new Ministry of National Education decree, the Course group on the Foundation for a certain area of Expertise (Mata kuliah Dasar Keahlian), and the Course Group in a certain area of Expertise (Mata kuliah Keahlian), so that each Study Program could fill them in with the contextualized substance in order to target the relevant expected competency standard as per their respective specialization areas. Obviously, in order to be able to fill in the the required Coherent Competency Standard, each type of study program should have worked out their specific Coherent Competency Standard.

Short-tem measures 2: Reconsider the application of of Ministry of National Education Decree number 18 of 2007 on Certification of currently serving teachers utilizing the portofolios, that proves to only trigger wide-spread instutionalized dishonesty.

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